

STATE FACILITY UTILITY MANAGEMENT



# Utility Data Management Report FY2025



THE LODGE AT PARIS LANDING  
STATE PARK, BUCHANAN, TN



# Table of Contents

This report regarding State facility utility usage, cost, and rate data for State Fiscal Year (FY) 2025, was prepared by the Tennessee Department of Environment and Conservation's Office of Energy Programs State Facility Utility Management team in accordance with Tenn. Code Ann. § 4-3-1012(3).

## Executive Summary

<b>ABOUT TDEC'S SFUM TEAM</b>	3
<b>REPORT OBJECTIVES</b>	3

## UDM Platform

<b>ABOUT THE UDM PLATFORM</b>	4
-------------------------------	---

## Cost and Usage Data

<b>OVERALL STATE PORTFOLIO AND OBSERVATIONS</b>	5
<b>FY2023-FY2025 COMPARISON</b>	6
<b>FY2023-FY2025 UTILITY USAGE BY ORGANIZATIONAL GROUP</b>	
General Government	7
LGIs	9
TBR	11
UT System	13

## UDM in Action

<b>EXAMPLES OF UTILITY COSTS AND/OR USAGE ANOMALIES</b>	15
<b>EXAMPLES OF UDM TECHNICAL ASSISTANCE</b>	15

## Current Offerings

<b>ACCESSING THE UDM PLATFORM</b>	16
<b>ENERGY LIAISON PROGRAM (ELP)</b>	16

## Additional Info

<b>APPENDICES</b>	
A – Utility Usage Calculations	17
B – List of General Government Agencies	17
C – List of LGIs	17
D – List of TBR Community Colleges	18
E – List of TBR TCATs	18
F – List of the UT System Facilities	18
G – Lists of Tables and Figures	19
<b>ACKNOWLEDGMENTS</b>	20

# Executive Summary

## About TDEC's SFUM Team

Residing in the **Office of Energy Programs (OEP)** within the **Tennessee Department of Environment and Conservation (TDEC)**, the **State Facility Utility Management (SFUM)** team provides actionable insights to State General Government Agencies and Higher Education Institutions.

SFUM was formed in January 2017 following the issuance of Executive Order 63, which transferred the building management statutory responsibilities for State-owned and -managed properties from the Department of General Services to TDEC (Tenn. Code Ann. §§ 4-3-1012 and 4-3-1017-1019). SFUM has the responsibility to analyze and report on the State's aggregate annual utility costs and usage (Tenn. Code Ann. § 4-3-1012(3)). Utilizing the **utility data management (UDM)** platform, EnergyCAP, SFUM collects and analyzes data from utility bills for State-owned and -managed facilities to address this requirement.

## Report Objectives

This report communicates the State's utility cost and usage and underscores the capabilities and benefits of the UDM platform, which has simplified data collection, entry, and analysis for State General Government Agencies and Higher Education Institutions.

This report compares utility usage data for State FY2023, FY2024, and FY2025 by organizational group and the six types of utility commodities captured in the UDM platform for the State.

### UTILITY COMMODITIES



**CHILLED  
WATER**



**ELECTRIC**



**NATURAL  
GAS**



**PROPANE**



**STEAM**



**WATER/  
SEWER**

# About the UDM Platform

The UDM platform is a central repository for past and current utility cost and usage data<sup>1</sup> of approximately 8,800 State-owned and -managed facilities. It is predominantly used for utility tracking, reporting, and benchmarking for State General Government Agencies and Higher Education Institutions, as well as bill payment for General Government Agencies.<sup>2</sup>



LAUNCHED IN

**2019**

SERVING

**74**

General  
Government  
Agencies and  
Higher Education  
Institutions



DATA REPRESENTING



**9,100+**  
accounts



**10,900+**  
utility meters



**114M+**  
square feet

The SFUM team relies on the State's General Government Agencies, Higher Education Institutions, and utility providers to inform and provide updates regarding new or unused buildings, meters, or accounts. These updates ensure that cost and consumption data are as accurate as possible to maximize the benefits of the UDM reporting.<sup>3</sup> Please notify SFUM of new or unused meters or accounts for your organization by contacting [TDEC.SFUM@tn.gov](mailto:TDEC.SFUM@tn.gov).

<sup>1</sup> Cost and usage data for most utilities are predominantly captured monthly. Some utility bills for Higher Education Institutions are captured on a quarterly or other basis.

<sup>2</sup> For FY2025, the UDM platform contains utility bill data for 99% of the utility meters that, as of April 30, 2026, have been identified for General Government Agencies and Higher Education Institutions.

<sup>3</sup> Variations in data may be due to delayed billing corrections or account updates made by the utility, changes in a duplicate billing process that result in delayed bill obtainment and uploads, or delayed notifications of new or retired accounts, which will be retroactively applied to the platform, leading to slight variances in the usage or cost values.

# Cost and Usage Data

## Overall State Portfolio and Observations

TABLE 3.1 | FY2025 Share of Portfolio by Organizational Group (% of square feet)<sup>4</sup>

GENERAL GOVERNMENT	<b>37%</b>	24 Agencies
LOCALLY GOVERNED INSTITUTIONS (LGIs)	<b>25%</b>	6 Locally Governed Institutions (LGIs)
TENNESSEE BOARD OF REGENTS (TBR)	<b>12%</b>	24 Tennessee Colleges of Applied Technology (TCATs) 13 Community Colleges
UNIVERSITY OF TENNESSEE (UT) SYSTEM	<b>26%</b>	7 Campuses and Institutes

<sup>4</sup>See Appendices for a full asset portfolio list.

TOTAL UTILITY COSTS FOR FY2025

**\$220,942,903**

spent on energy and water utilities across all State-owned and -managed facilities

↑ **8.3%** increase (\$16,919,792) in overall State utility costs compared to FY2024

↑ **1.1%** increase (\$2,312,169) in overall State utility costs compared to FY2023

The increase is primarily attributed to increasing water/sewer and electric costs.

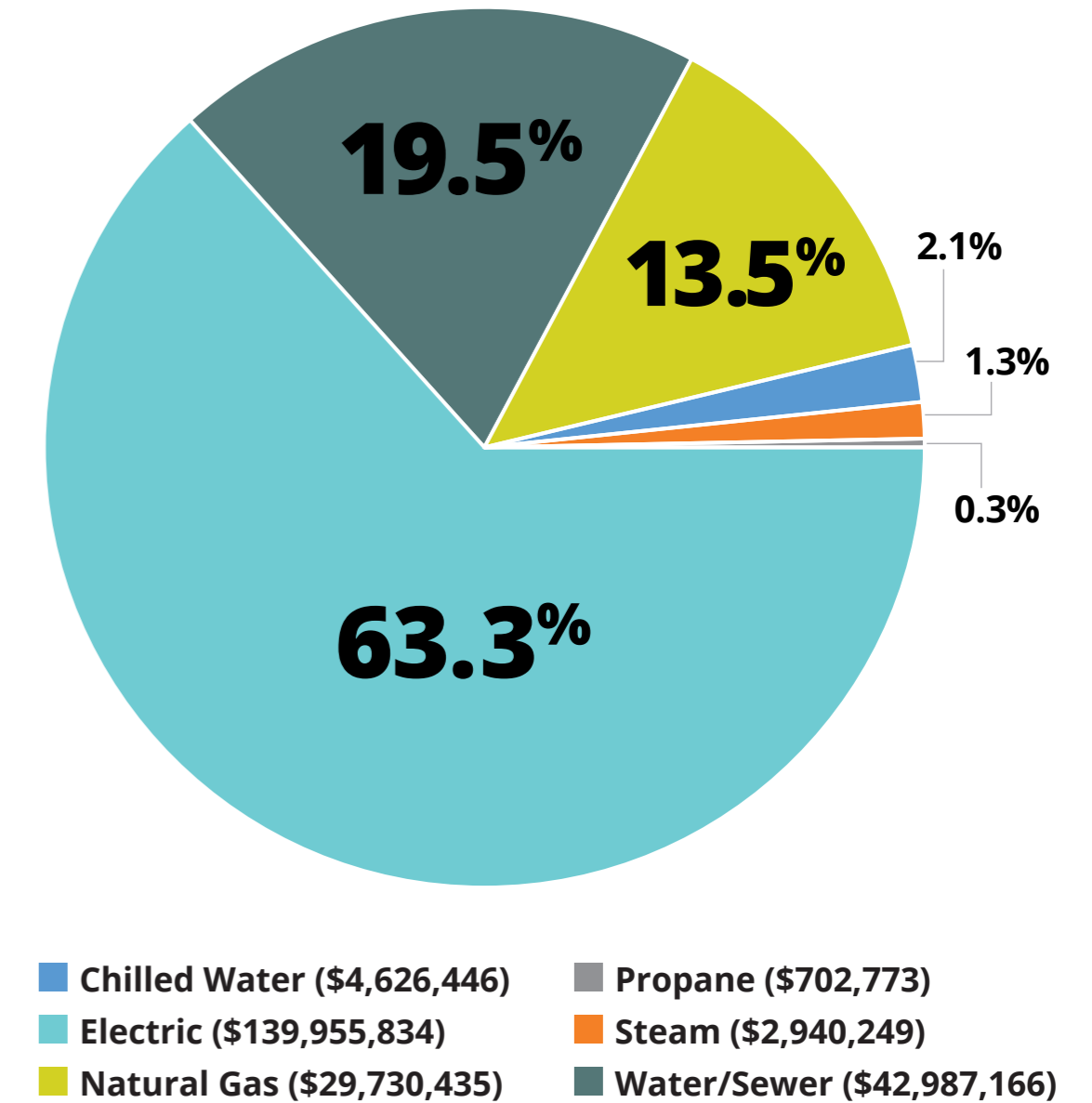
NATURAL GAS FROM FY2023-FY2025

↓ **18.5%** decrease in costs

↓ **2.9%** decrease in usage



FIGURE 3.1 | FY2025 All State Utility Cost Profile by Commodity (% of total cost)







# FY2023-FY2025 Comparison

**TABLE 3.2 | Change in Overall Cost and Usage by Utility from FY2023-FY2025**

UTILITY COMMODITY	USAGE CHANGE (%)	TOTAL USAGE CHANGE	COST CHANGE (%)	TOTAL COST CHANGE (\$)
CHILLED WATER	-2.0%	-382,311 ton-hr	0.7%	\$30,971
ELECTRIC	2.3%	27,828,308 kWh	4.3%	\$5,833,793
NATURAL GAS	-2.9%	-2,045,141 Therms	-18.5%	-\$6,742,341
PROPANE	16.3%	139,474 Therms	7.0%	\$46,163
STEAM	-10.3%	-20,012 Mlb	-18.1%	-\$651,437
WATER / SEWER	5.5%	172,638 kgal	9.7%	\$3,795,020

**TOTAL = \$2,312,169**

## KEY TAKEAWAYS

-  **Natural gas costs** decreased, reflecting a stabilized market price following a notable high in FY2023, accompanied by a slight decrease in usage. Natural gas cost variability continues to have a noticeable impact on overall utility costs.
-  **Electricity costs** increased in part due to a Tennessee Valley Authority (TVA) 5.25% wholesale base rate increase effective October 2024, as well as higher effective fuel rates from natural gas and coal due to less availability of nuclear generation compared to the prior year.
-  **Water/Sewer costs and usage** both increased, with cost being impacted by increases in local base rates.
-  **Steam costs and usage** both decreased, with the cost of steam being impacted by and closely mirroring the decrease in natural gas costs.

Across all facilities it owns and operates, the State’s overall utility costs increased by 1.1% from FY2023 to FY2025.

This is primarily attributed to higher costs for water/sewer and electricity, counteracting a cost decrease in natural gas.

**FY2025 OVERALL UTILITY COSTS**

**\$220,942,903**

**FY2023 OVERALL UTILITY COSTS**

**\$218,630,734**

# General Government

TOTAL UTILITY COSTS FOR FY2025

**\$80,532,463**



Electric  
**62.8%**

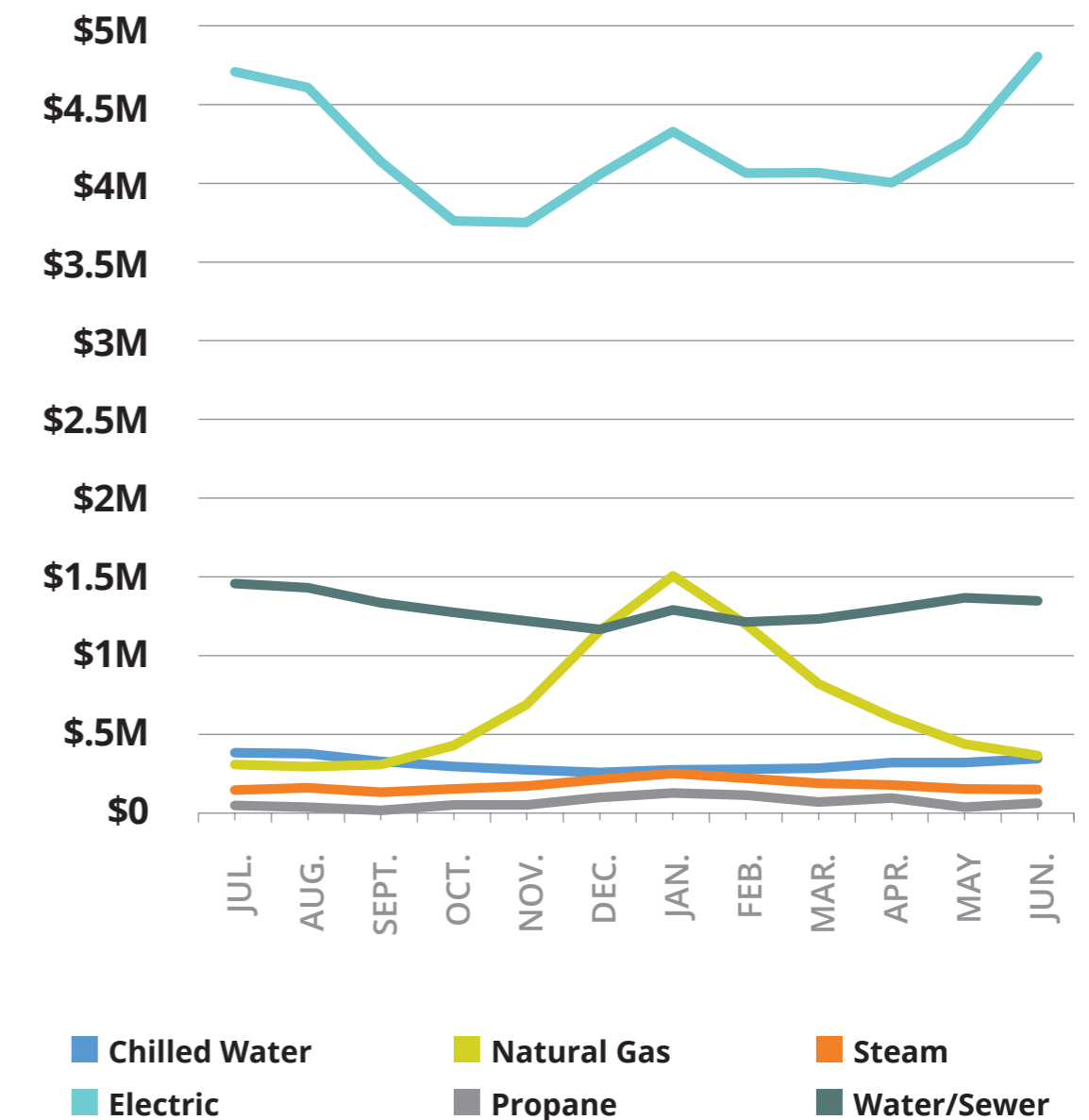


Water/sewer  
**19.3%**

TABLE 3.3 | FY2025 Utility Cost by Commodity, General Government

COMMODITY	USAGE	UOM	COST	PERCENT
CHILLED WATER	13,361,403	ton-hr	\$3,632,343	4.5%
ELECTRIC	415,579,363	kWh	\$50,588,971	62.8%
NATURAL GAS	19,616,135	Therms	\$8,052,586	10.0%
PROPANE	986,709	Therms	\$687,125	0.9%
STEAM	93,388	Mlb	\$2,022,042	2.5%
WATER/SEWER	1,070,018	kgal	\$15,549,397	19.3%

FIGURE 3.2 | FY2025 Commodity Cost per Month, General Government



# General Government

## TOTAL UTILITY COST PER YEAR COMPARISON

FY2025

**\$80,532,463**

FY2024

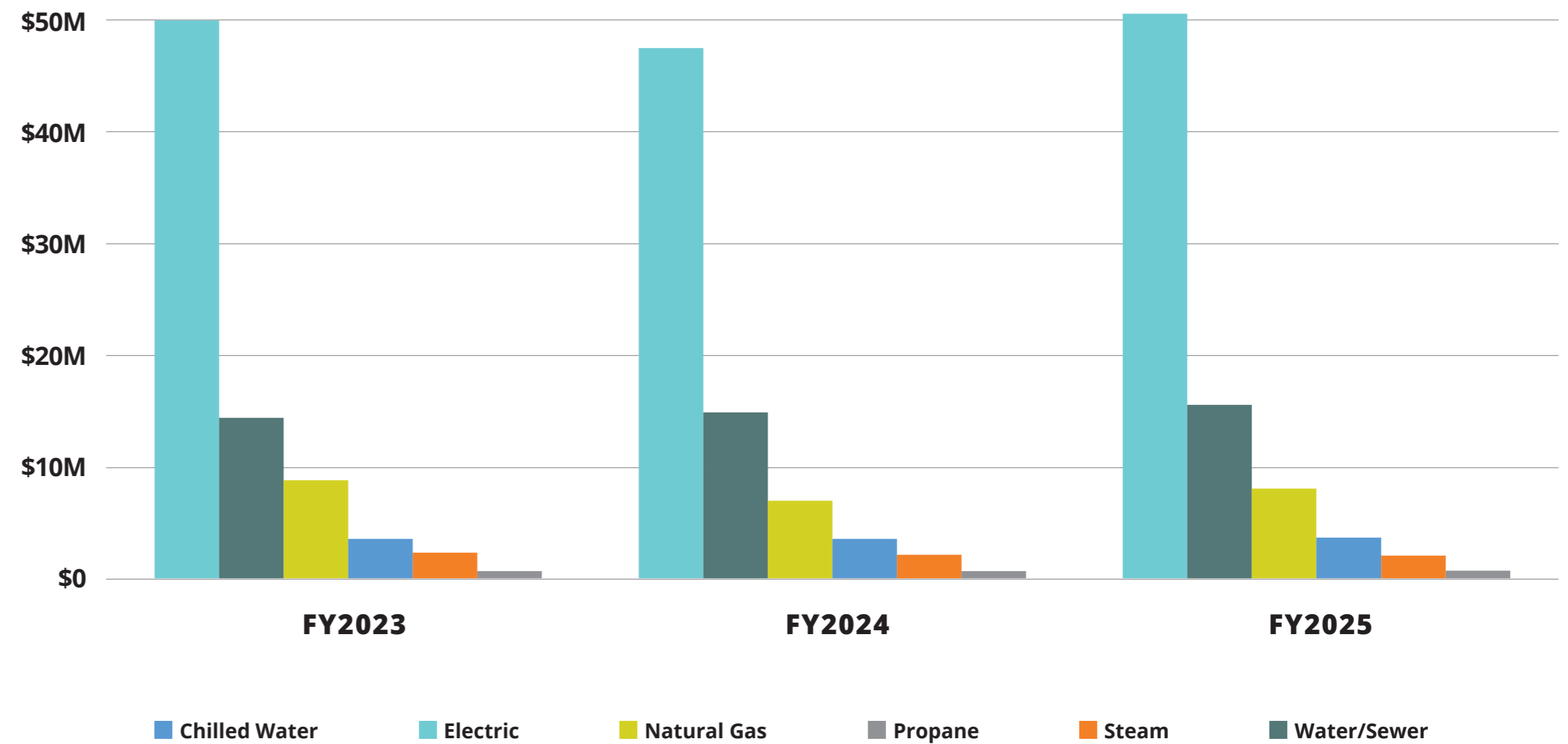
**\$75,587,774**

FY2023

**\$79,582,659**

[WANT MORE DETAILED DATA? EMAIL US >>](#)

FIGURE 3.3 | Commodity Cost per Year Comparison, General Government



# LGIs

TOTAL UTILITY COSTS FOR FY2025

**\$47,845,084**



Electric  
**59.8%**

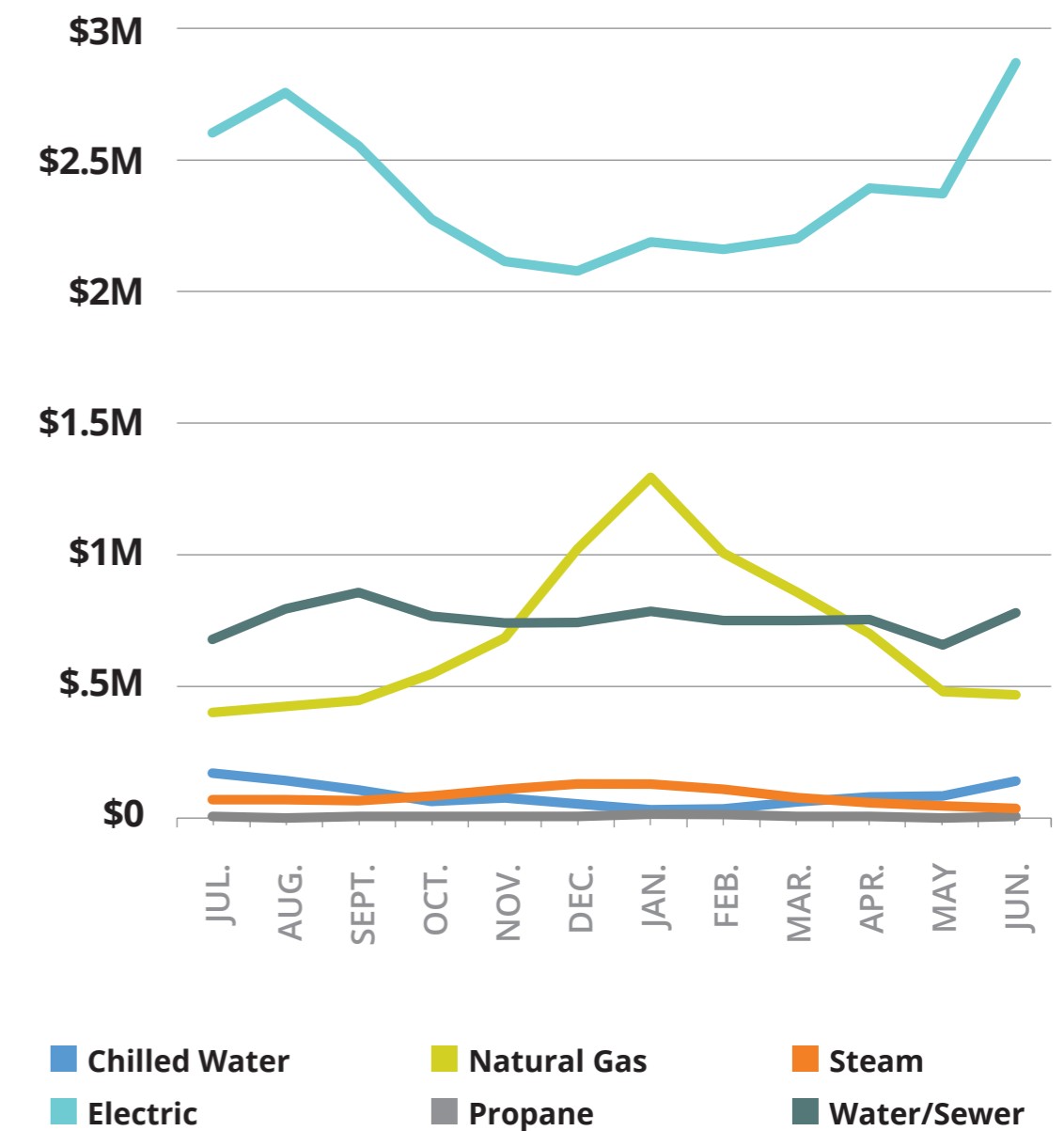


Water/sewer  
**18.8%**

TABLE 3.4 | FY2025 Utility Cost by Commodity, LGIs

COMMODITY	USAGE	UOM	COST	PERCENT
CHILLED WATER	5,204,749	ton-hr	\$994,103	2.1%
ELECTRIC	254,368,138	kWh	\$28,588,757	59.8%
NATURAL GAS	25,538,800	Therms	\$8,312,453	17.4%
PROPANE	9,289	Therms	\$15,548	< 0.1%
STEAM	80,188	Mlb	\$918,207	1.9%
WATER/SEWER	964,837	kgal	\$9,016,016	18.8%

FIGURE 3.4 | FY2025 Commodity Cost per Month, LGIs



# LGIs

## TOTAL UTILITY COST PER YEAR COMPARISON

FY2025



FY2024

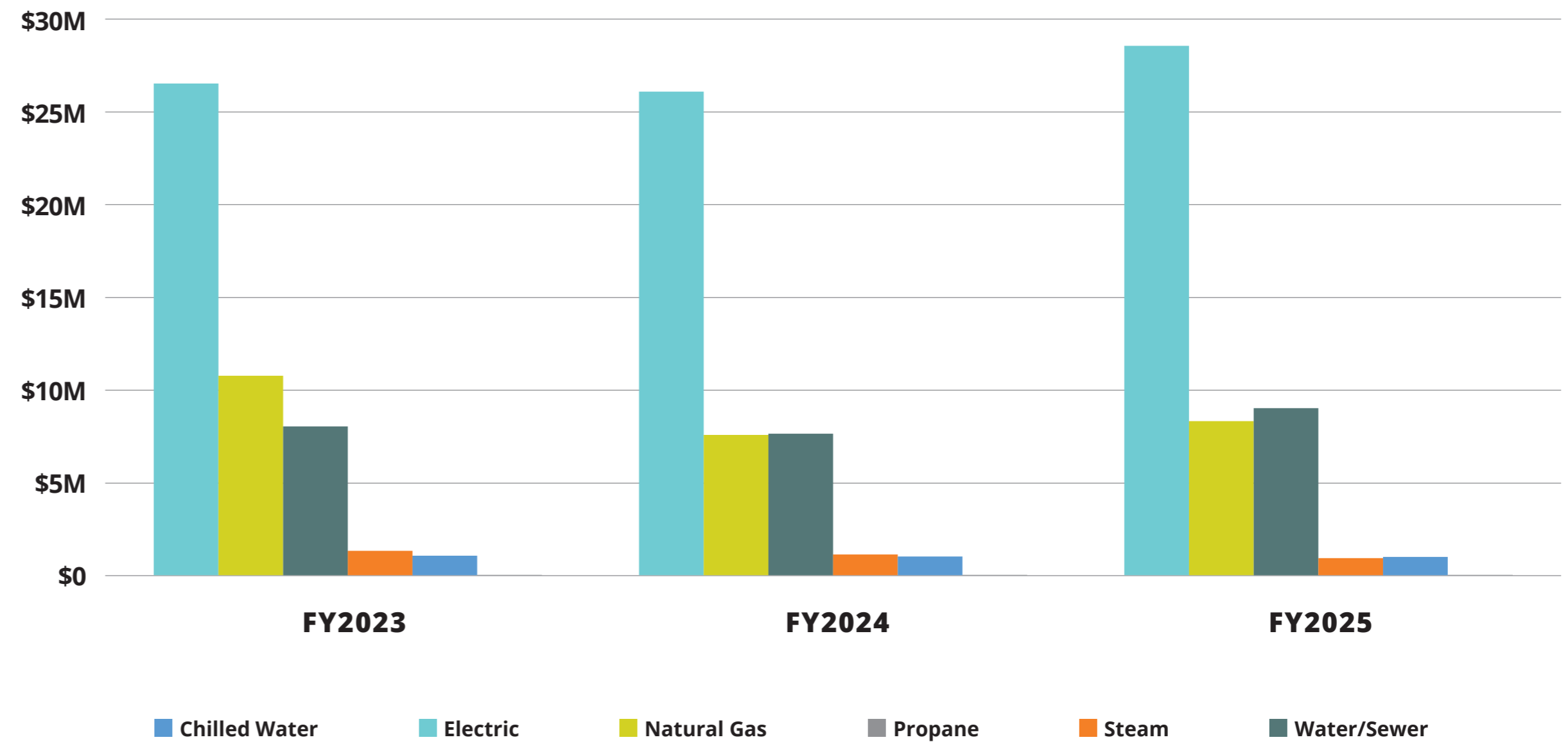


FY2023



[WANT MORE DETAILED DATA? EMAIL US >>](#)

FIGURE 3.5 | Commodity Cost per Year Comparison, LGIs



# TBR

TOTAL UTILITY COSTS FOR FY2025

**\$27,160,264**



Electric  
**75.1%**

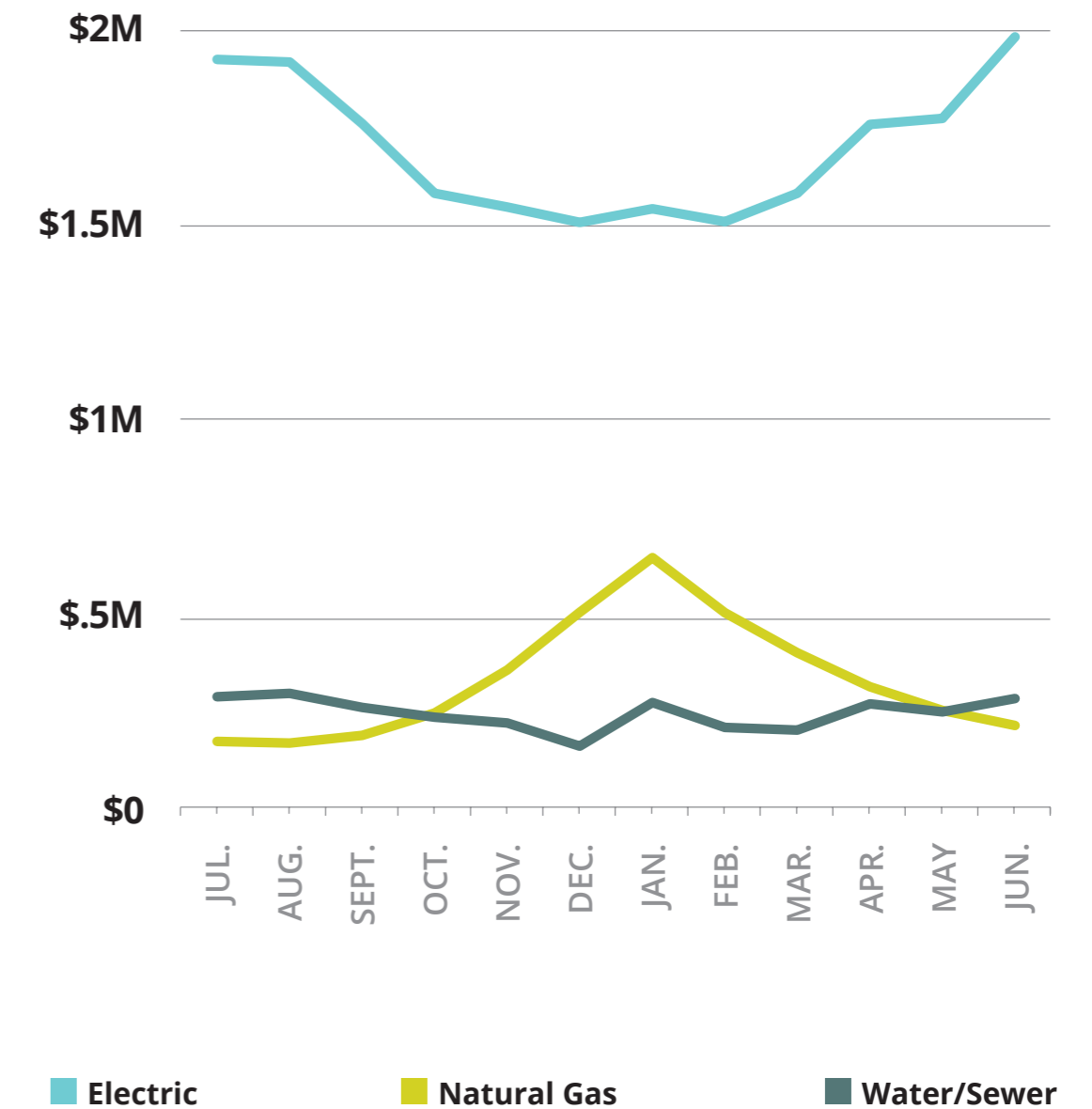


Natural gas  
**14.4%**

TABLE 3.5 | FY2025 Utility Cost by Commodity, TBR

COMMODITY	USAGE	UOM	COST	PERCENT
ELECTRIC	175,641,257	kWh	\$20,401,490	75.1%
NATURAL GAS	4,681,247	Therms	\$3,902,843	14.4%
WATER/SEWER	189,048	kgal	\$2,855,831	10.5%

FIGURE 3.6 | FY2025 Commodity Cost per Month, TBR



# TBR

## TOTAL UTILITY COST PER YEAR COMPARISON

FY2025

**\$27,160,264**

FY2024

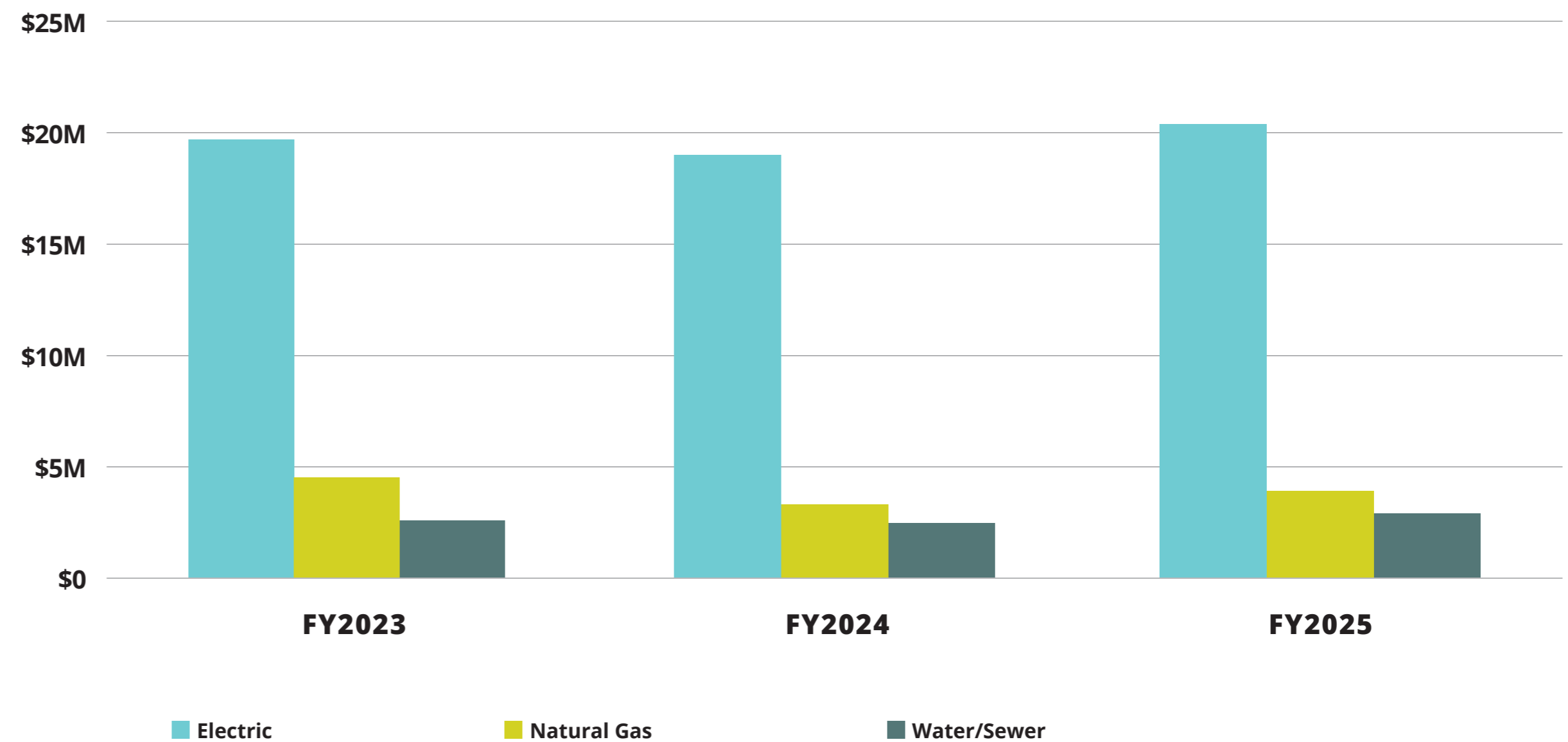
**\$24,737,520**

FY2023

**\$26,758,355**

[WANT MORE DETAILED DATA? EMAIL US >>](#)

FIGURE 3.7 | Commodity Cost per Year Comparison, TBR



# UT System

TOTAL UTILITY COSTS FOR FY2025

**\$65,405,092**



Electric  
**61.7%**

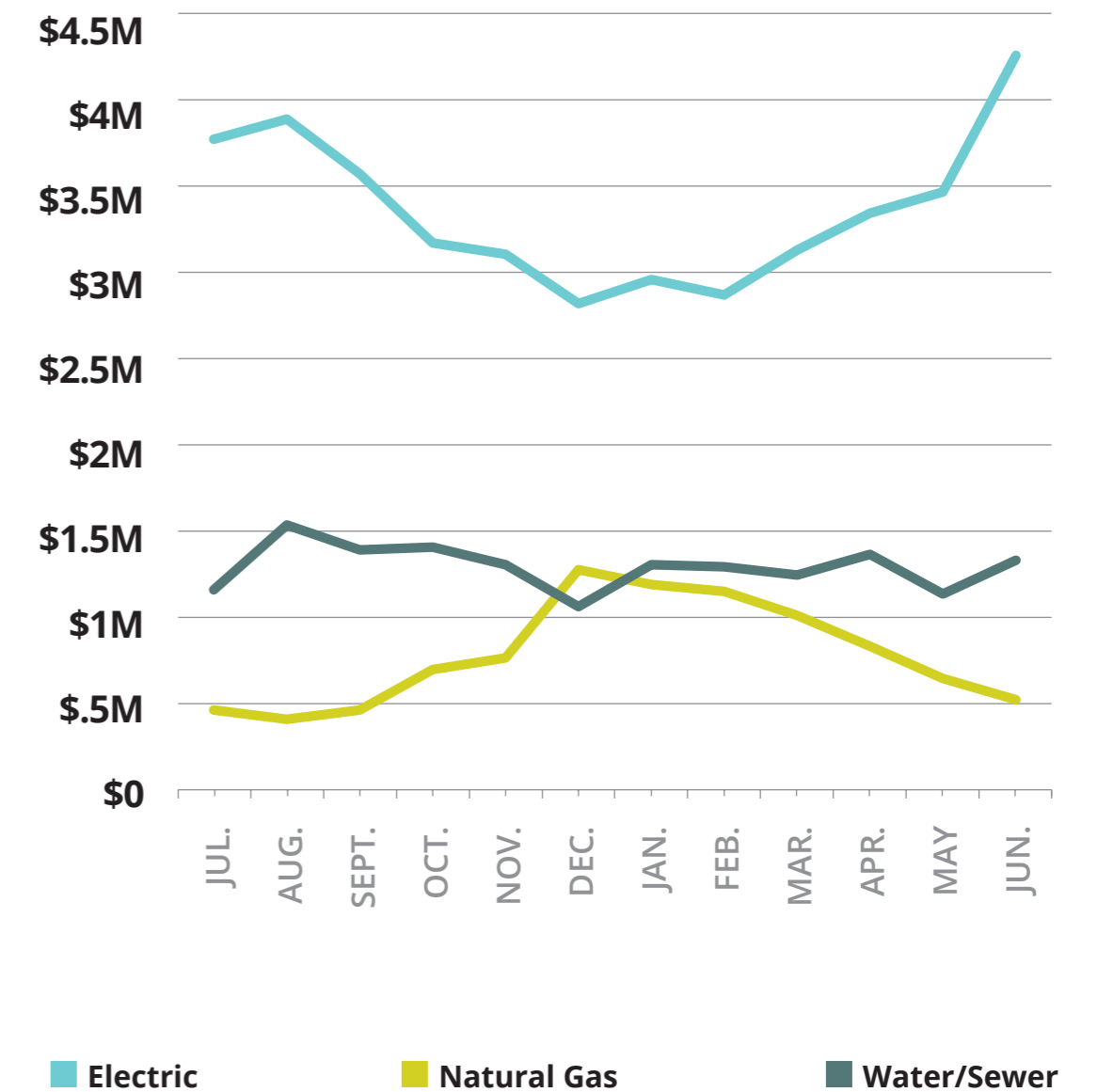


Water/sewer  
**23.8%**

TABLE 3.6 | FY2025 Utility Cost by Commodity, UT System

COMMODITY	USAGE	UOM	COST	PERCENT
ELECTRIC	396,418,239	kWh	\$40,376,616	61.7%
NATURAL GAS	19,789,661	Therms	\$9,462,553	14.5%
WATER/SEWER	1,111,495	kgal	\$15,565,922	23.8%

FIGURE 3.8 | FY2025 Commodity Cost per Month, UT System



# UT System

## TOTAL UTILITY COST PER YEAR COMPARISON

FY2025

**\$65,405,092**

FY2024

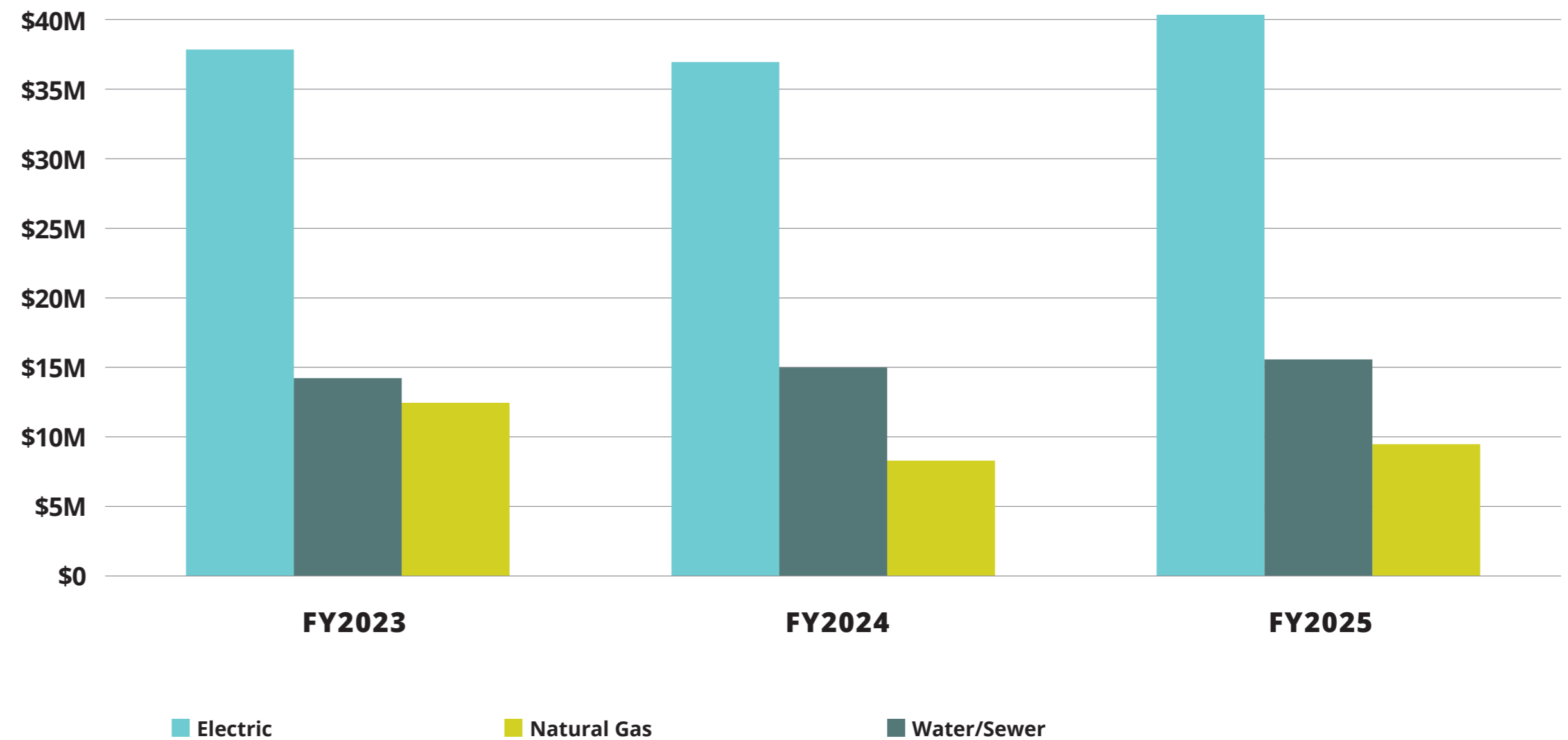
**\$60,231,264**

FY2023

**\$64,530,815**

[WANT MORE DETAILED DATA? EMAIL US >>](#)

FIGURE 3.9 | Commodity Cost per Year Comparison, UT System



# UDM in Action

The SFUM team and UDM users continue to utilize the UDM platform to assist in the tracking, development, and validation of utility conservation measure projects and fulfillment of technical assistance requests addressing issues including identifying the cause of consumption spikes (e.g., water leaks) and resolving billing errors (e.g., overbilling, faulty metering, and unauthorized charges such as charitable contribution charges, taxes, and other fees). During the fiscal year, General Government Agencies recouped over \$560,402 in utility costs, due to issues identified by SFUM, the UDM platform, and UDM users.

## EXAMPLES OF UTILITY COSTS AND/OR USAGE ANOMALIES

The UDM platform flagged multiple electrical, natural gas, and water usage spikes throughout the fiscal year by identifying costs and/or usage data significantly higher or lower than historical values. The SFUM team coordinated with facility staff, accounts payable, and utility providers to investigate potential leaks, electrical issues, and meter malfunctions.

For example, the platform flagged an unusually large natural gas bill from Memphis Light, Gas, and Water for the Department of Military totaling \$532,752.50. The SFUM team alerted the agency to a possible meter malfunction and advised follow-up with the utility, who corrected and reissued the bill at \$16,534.07, avoiding a \$516,218.43 overpayment. Examples of confirmed water incidents and resulting utility credits include:

TDEC, Old Stone Fort  
Archaeological Park

**\$7,568.96**

TDEC, Radnor  
Lake State Park

**\$5,430.68**

Tennessee Department of  
Military, Pistol Range Road

**\$2,120.44**

## EXAMPLES OF UDM TECHNICAL ASSISTANCE

**Cumberland Mountain State Park:** Developed a custom multi-year water usage report for year-over-year and seasonal trend analysis; used the UDM platform to identify a problematic meter and built a dashboard for ongoing monitoring.

**Energy Savings Performance Contracts (ESPCs):** Per Tenn. Code Ann. § 12-4-118, supported audits and agency decision-making for proposed ESPCs by providing meter-level cost and usage data from the UDM platform to Energy Savings Companies and agency stakeholders.

# Current Offerings

## Accessing the UDM Platform

The UDM platform is available to all State employees (e.g., fiscal personnel, State facility and utility managers, sustainability professionals, and technical assistance providers) of participating General Government Agencies, LGIs, TBR schools, and UT System schools (for a complete list of participating entities, see [Appendices](#)).

### READY TO REGISTER?

Please direct questions about this report or requests to become a registered UDM platform user to the SFUM team at [TDEC.SFUM@tn.gov](mailto:TDEC.SFUM@tn.gov).

## Energy Liaison Program (ELP)

Launched in January 2023, the ELP provides resources, training, professional development opportunities, and a peer learning network for State personnel (e.g., facility managers, building maintenance personnel, and sustainability professionals). Leveraging the UDM platform's features and benefits, the ELP aims to help energy liaisons identify potential energy and utility savings opportunities across their facilities.

The ELP hosted webinars during FY2025, which highlighted:

- **Environmental Protection Agency's WaterSense program, including water-energy interconnection and conservation, WaterSense products, water efficiency in building and mechanical systems, and facility best practices;**
- **Launch of the ELP SharePoint with contacts, resources, webinar recordings, and spotlight stories;**
- **TVA's EnergyRight incentives for energy efficiency upgrades, including for lighting, HVAC, and custom incentives, and how to participate; and**
- **U.S. Green Buildings Council's facility and professional certifications, along with events.**

Following each ELP webinar, a newsletter is distributed to all members recapping the meeting and highlighting industry news, upcoming events, training opportunities, State facility spotlights, energy resources, and UDM platform resources.



**Interested in becoming an energy liaison? Send a request or referral to the SFUM team at [TDEC.SFUM@tn.gov](mailto:TDEC.SFUM@tn.gov).**

# Additional Info

## APPENDIX A

### Utility Usage Calculations

#### TABLE 3.2, P. 6

Change in FY2023-FY2025 in Overall Cost and Overall Usage by Utility

#### Calculations for each utility commodity:

Usage Change (%) =  $(\text{FY2025 usage} - \text{FY2023 usage}) / (\text{FY2023 usage})$

Total Usage Change =  $(\text{FY2025 usage} - \text{FY2023 usage})$

Cost Change (%) =  $(\text{FY2025 cost} - \text{FY2023 cost}) / (\text{FY2023 cost})$

Total Cost Change (\$) =  $(\text{FY2025 cost} - \text{FY2023 cost})$

## APPENDIX B

### List of General Government Agencies<sup>5</sup>

Department of Agriculture	Department of Military
Department of Children's Services	Department of Safety & Homeland Security
Department of Commerce & Insurance	Department of Tourist Development
Department of Corrections	Department of Transportation
Department of Education	Department of Veterans Services
Department of Environment & Conservation	Legislative Services
Department of General Services	National Civil Rights Museum
Department of Health	Tennessee Bureau of Investigation
Department of Human Services	Tennessee District Attorneys General Conference
Department of Intellectual & Developmental Disabilities	Tennessee District Public Defenders Conference
Department of Mental Health & Substance Abuse Services	Tennessee Rehabilitative Initiative in Correction
	Tennessee Secretary of State
	Tennessee Wildlife Resources Agency

## APPENDIX C

### List of LGIs

Austin Peay State University
East Tennessee State University
Middle Tennessee State University
Tennessee State University
Tennessee Tech University
University of Memphis

<sup>5</sup>The list of General Government Agencies captured in the UDM Report mostly consists of agencies that pay utilities for State-owned and -managed facilities via the UDM platform.

APPENDIX D

# List of TBR Community Colleges

- Chattanooga State Community College
- Cleveland State Community College
- Columbia State Community College
- Dyersburg State Community College
- Jackson State Community College
- Motlow State Community College
- Nashville State Community College
- Northeast State Community College
- Pellissippi State Community College
- Roane State Community College
- Southwest Tennessee Community College
- Volunteer State Community College
- Walters State Community College

APPENDIX E

# List of TBR TCATs

- |                   |                             |
|-------------------|-----------------------------|
| TCAT Athens       | TCAT Livingston             |
| TCAT Chattanooga  | TCAT McKenzie               |
| TCAT Crossville   | TCAT McMinnville            |
| TCAT Crump        | TCAT Memphis                |
| TCAT Dickson      | TCAT Morristown             |
| TCAT Elizabethton | TCAT Murfreesboro           |
| TCAT Harriman     | TCAT Nashville              |
| TCAT Hartsville   | TCAT Northwest <sup>6</sup> |
| TCAT Hohenwald    | TCAT Oneida                 |
| TCAT Jacksboro    | TCAT Paris                  |
| TCAT Jackson      | TCAT Pulaski                |
| TCAT Knoxville    | TCAT Shelbyville            |

APPENDIX F

# List of the UT System Facilities

- The University of Tennessee – Chattanooga
- The University of Tennessee – Health Science Center at Memphis
- The University of Tennessee – Knoxville
- The University of Tennessee – Martin
- The University of Tennessee – Southern at Pulaski
- The University of Tennessee – Institute of Agriculture
- The University of Tennessee – Space Institute

<sup>6</sup> TCAT Covington and TCAT Ripley merged with TCAT Northwest in Fall 2023.

## APPENDIX G

## Lists of Tables and Figures

### TABLES

REFERENCE NO.	DESCRIPTION	PAGE
<b>TABLE 3.1</b>	FY2025 Share of Portfolio by Organizational Group (% of square feet)	<b>5</b>
<b>TABLE 3.2</b>	Change in Overall Cost and Usage by Utility from FY2023-FY2025	<b>6</b>
<b>TABLE 3.3</b>	FY2025 Utility Cost by Commodity, General Government	<b>7</b>
<b>TABLE 3.4</b>	FY2025 Utility Cost by Commodity, LGIs	<b>9</b>
<b>TABLE 3.5</b>	FY2025 Utility Cost by Commodity, TBR	<b>11</b>
<b>TABLE 3.6</b>	FY2025 Utility Cost by Commodity, UT System	<b>13</b>

### FIGURES

<b>FIGURE 3.1</b>	FY2025 All State Utility Cost Profile by Commodity (% of total cost)	<b>5</b>
<b>FIGURE 3.2</b>	FY2025 Commodity Cost per Month, General Government	<b>7</b>
<b>FIGURE 3.3</b>	Commodity Cost per Year Comparison, General Government	<b>8</b>
<b>FIGURE 3.4</b>	FY2025 Commodity Cost per Month, LGIs	<b>9</b>
<b>FIGURE 3.5</b>	Commodity Cost per Year Comparison, LGIs	<b>10</b>
<b>FIGURE 3.6</b>	FY2025 Commodity Cost per Month, TBR	<b>11</b>
<b>FIGURE 3.7</b>	Commodity Cost per Year Comparison, TBR	<b>12</b>
<b>FIGURE 3.8</b>	FY2025 Commodity Cost per Month, UT System	<b>13</b>
<b>FIGURE 3.9</b>	Commodity Cost per Year Comparison, UT System	<b>14</b>

## Acknowledgments

**This material is based upon work supported by the U.S. Department of Energy's Office of State and Community Energy Programs (SCEP) under the State Energy Program Award Number DE-SE0001095.**



This report was prepared as an account of work sponsored by an agency of the United States Government. Neither the United States Government nor any agency thereof, nor any of their employees, makes any warranty, express or implied, or assumes any legal liability or responsibility for the accuracy, completeness, or usefulness of any information, apparatus, product, or process disclosed or represents that its use would not infringe privately owned rights.

Reference herein to any specific commercial product, process, or service by trade name, trademark, manufacturer, or otherwise does not necessarily constitute or imply its endorsement, recommendation, or favoring by the United State Government or any agency thereof. The views and opinions of authors expressed herein do not necessarily state or reflect those of the United States Government or any agency thereof.

SFUM partnered with **Milepost** on the compilation and design of this report.



### IMAGE ATTRIBUTION

Cover photo of the Lodge at Paris Landing State Park by Tennessee State Parks.